

Tennessee's 2002 Update: 2000 - 2002

Statewide Strategy for
Drug Control, Violence
Prevention and Criminal
Justice System
Improvement



Edward Byrne Memorial Grant Program



Prepared by:
State of Tennessee
Office of Criminal Justice Programs
Department of Finance and Administration
1200 WILLIAM R. SNODGRASS TENNESSEE TOWER
Nashville, Tennessee 37243-1700
(615) 741-7662

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1 Executive Summary

The Office of Criminal Justice Programs (OCJP), Tennessee Department of Finance and Administration, submits Tennessee's 2002 Update to the 2000-2002 Statewide Strategy for Drug Control, Violence Prevention and Criminal Justice System Improvement. OCJP, which is Tennessee's State Administrative Agency for the Edward Byrne Memorial Grant Program, continues to build, implement, and evaluate its strategy-updating and strategy-development process – together with Tennessee's criminal justice community.

This Strategy Update reports for a period of time when, once again, OCJP can detect no significant changes to the problems confronted by Tennessee's criminal justice system. Therefore, Tennessee's Statewide Multi-year Strategy for 2000-2002 will continue with existing priorities. OCJP is initiating no new programs this year. During this period Tennessee OCJP is continuing to implement our revised strategy development process. This Update reports on our continued progress in implementing changes to our strategy-development and strategy-updating process.

OCJP's Strategy Updating and Strategy Development Process

Tennessee's 2002 Update to 2000-2002 Statewide Strategy for Drug Control, Violence Prevention and Criminal Justice System Improvements continues our system-wide enhancement of the state's criminal justice system by supporting state and local drug, violent crime and treatment efforts that *work*. We have continued building, implementing, and evaluating our two-year-old strategy-updating and strategy-development process – in partnership with Tennessee's criminal justice community. (OCJP continues to believe that state and local partnership is the backbone of the strategy development process.) This 2002 Strategy Update results from OCJP's continuous efforts to use the knowledge, expertise and know-how of practitioners from all components of the criminal justice system at the local and state levels, and with the continued involvement and cooperation of our federal partners.

Tennessee's 2000-2002 Statewide Strategy articulated a goal we are still trying to achieve: We are continuing to improve our strategic planning process. It merges the strengths of BJA's comprehensive planning model with the field knowledge held by an array of local criminal justice agencies in Tennessee. We are still applying the three-staged process described in Tennessee's original Statewide Strategy to each component of Tennessee's criminal justice system. Since implementation cannot occur all at once, OCJP is tailoring support for each criminal justice system component, based on what works best for them. In 2002 we will continue to build the base of local partnership.

Our progress report on implementation tasks and activities appears in Chapter 2. We have continued to pursue three types of activity that are essential to this integrated strategic planning process:

- ***OCJP and Practitioners Planning Activities:*** Both OCJP staff members and Tennessee's practitioners are clarifying their understanding of why the process is being changed, how the changes are being brought about, and the roles staff and practitioners must play. We have continued to disseminate the planning and resource allocation model, and have continued our process of informing our local partners. That information-sharing process will continue for some time into the future.
- ***OCJP Planning Activities:*** We continue to gather our constituents' work products for program and strategy development decisions. OCJP also continues to participate in multi-disciplinary planning councils on multi-disciplinary drug and violent crime task forces, research in criminal justice, victim services and mentally ill offenders in Tennessee. OCJP also participates in quarterly meetings of various law enforcement associations to identify needs and gaps in service delivery. During 2001 we continued our analysis of OCJP's own capacity issues, re-organized assignments, and refined our workforce's planning skills. We will continue to seek ways of improving our in-house planning capabilities.
- ***Practitioners' Planning Activities:*** We are still addressing our planning policies and procedures as the challenges present themselves, and as the practitioners need assistance. For 2002 we have scheduled more training for OCJP staff in facilitation skills, planning and data collection models, and automated performance reporting. We have scheduled technical assistance sessions on performance reporting and outcomes evaluation for Byrne drug and violent crime task forces. We have continued to refine an Internet-based method of gathering performance reports from OCJP's Byrne sub-recipients.

A "Prototype" Demonstration of OCJP's Process: OCJP used a "prototype" for generating input on needs and priorities at the problem identification stage. Under a contract to the Tennessee District Attorneys General Conference and supported by Byrne funds, the American Prosecutors' Research Institute (APRI) generated planning data through surveys, workload analyses, and "best practices" materials. This approach, completed in 2001, models the process for developing local needs and gaps data we envisioned in Tennessee's 2000-2002 Statewide Strategy. OCJP will use the data in future needs discussions with the District Attorneys General Conference.

In addition to these *systemic* planning processes, several topic-specific advisory groups continue in place, sponsored by OCJP to obtain input to Tennessee's ongoing strategic development and program evaluation processes. These groups include the VOCA Resource Planning Group, the STOP Violence Against Woman Program Planning Group, and the Criminal History Records Improvement Task Force.

What outcomes do we intend to accomplish by continuously improving our planning process? As we stated in last year's Update, we intend to develop a skilled OCJP staff that is capable of maintaining the system for planning as well as managing grants; a roster of local practitioners who "own" the planning process and generate the data it needs for success; and a logical approach for setting priorities and evaluating outcomes among our funded programs in Tennessee.

Federal Participation

Tennessee is pleased to be working with the federal administration on program development, operation and planning matters. OCJP's many federal programs place it in a good position to coordinate Byrne-funded programs with other federally funded programs in Tennessee, particularly those supporting state and local drug abuse treatment, education and prevention. This coordination continues to help us achieve important objectives not always possible with just one source of funding. This coordination extends to programs as diverse as the Local Law Enforcement Block Grants, the Stop Violence against Women Program, the Residential Substance Abuse Treatment Program for State Prisoners (RSAT) Grant, and the Criminal History Records Improvement Program. Tennessee's continued support for National Drug Control Policy objectives is accomplished in part because of the availability of a multi-faceted enforcement-treatment strategy supported under OCJP's umbrella. OCJP will not deviate from our 2000-2002 Multi-year Strategy with regard to coordinating diverse federal programs in Tennessee.

As result of the September 11th tragedy, and at the request of the President and the Attorney General, our Governor created the Tennessee Office of Homeland Security. The Commissioner of Veteran's Affairs will serve as the Governor's Deputy for Homeland Security. The Office's mission is to coordinate a strategy to secure the State of Tennessee from terrorist threats and attacks – taking its lead from the National Office of Homeland Security. OCJP will coordinate with the Tennessee Office of Homeland Security where needed while supporting this important initiative in any way possible.

Nature and Extent of the Problem

This 2002 Update of Tennessee's 2000-2002 Statewide Strategy, including the nature and extent of the problem and resource needs and gaps in service, finds the situation in Tennessee substantively unchanged since the 2001 Update. The data suggest that pertinent trends have remained relatively stable, despite noticeable changes in the numbers of drug arrests and in drug seizure rates. The Uniform Crime Reports suggest that the number of reported drug arrests did increase significantly in Tennessee. However, improved reporting in Tennessee has significantly influenced the increase: Tennessee agencies reporting drug arrest data increased in number by fully 52%. This is evidence sufficiently convincing to OCJP that the actual rate of arrests is being masked in Tennessee by improved reporting. When we look closely at the data, we find no compelling reason to believe a significant growth in arrest activity is occurring as this Update is written. Should this one-year pattern be repeated, there would be cause to re-visit Tennessee's priorities. That will be an appropriate consideration for the next three-year Statewide Strategy, which will be due next year.

As we stated originally in the 2000-2002 Strategy, we are being careful *not* to allow macro-level data to drive OCJP's planning process exclusively; instead we are "filtering" problems and needs data like the drug arrest data through the experiences of those practitioners who contend with crime on a daily basis. Our strategy

development process uses that filtering to “feed” the problem identification stages of our planning. Assessing the meaning of the arrest data is on the agenda for just such a session scheduled for the drug task forces in late January 2002.

The improvements we are making to our strategy development process are significant for problem identification. OCJP’s process draws heavily on local and state criminal justice practitioners as the primary source of planning knowledge, informed by data such as those we offer in Chapter 3 of this Update.

Resource Needs and Gaps

On the topic of identification of **Resource Needs and Gaps in Service**, the Bureau of Justice Assistance Manual specifies that gaps in services “...should specifically address the resource needs that are most critical to short-term and longer-term improvements in overall operation of each component of the adult criminal justice...system.” OCJP’s revised strategy update and strategy development process, which we described in Tennessee’s Statewide Strategy, identifies the gaps to be closed in Tennessee as a critical output of the problem identification stage.

No major changes are being proposed in this Update to the resource needs and gaps in service we outlined in Tennessee’s 2000-2002 Statewide Strategy. Our biggest challenge lies in finding ways to fund new initiatives and projects. The Office of Criminal Justice Programs and the various component organizations within Tennessee’s criminal justice system firmly believe that prevention is critical to sustaining a long-term decrease in crime. Consistent with this philosophy, Tennessee will continue to focus a proportion of its federal grant dollars on initiatives designed to discourage drug experimentation and abuse, to prevent school violence, and to reduce the deleterious effects of drug abuse on untreated correctional inmates. Our challenge is to integrate our planning and funding with various other agencies such as the Tennessee Department of Education, the Tennessee Department of Children’s Services, the Tennessee Commission on Children and Youth, the Tennessee Department of Mental Health and Developmental Disabilities, and the Tennessee Department of Health – so that integrated planning occurs and maximum benefits of federal and state dollars are realized.

Tennessee’s Six Priority Areas and Ten Program Responses

The current array of priorities and program responses continues in this 2002 Update to the Multi-Year 2000-2002 Strategy for the Byrne program in Tennessee. Our current priority issues continue to be viable milestones for setting our direction and gauging our progress for the immediate future. The Office of Criminal Justice Programs and its local practitioner partners will define and refine new strategic thrusts and new essential elements in solicitations for projects this year within our current program descriptions. As the Office of Criminal Justice Programs continues implementing its strategy development and update processes, we will continue to refine the methodology for defining priority issues and program responses.

We present the six priority areas established by the Office of Criminal Justice Programs in Chapter 4. Each priority area briefly discusses the goals, progress towards goals, and accomplishments intended for next year. We address the priorities in these six areas: offender apprehension, court support, offender rehabilitation, victim advocacy, community-based services, and criminal justice records improvement.

Tennessee will continue its ten program areas to respond to these six state priorities. Under these ten programs Tennessee funds over 150 individual projects. Tennessee's ten programs include: Multi-Jurisdictional Drug and Violent Crime Task Forces, Response to Gang Activities, Community Crime Prevention, Pre-Trial Service Delivery, Special Prosecution Services, Criminal Justice Information Systems, Domestic/Family Violence Training Program, Victim/Witness Programs, Correctional Treatment and Prison/Jail Industries. OCJP's Criminal Justice Executive Advisory Committee has approved the current array of priorities and program responses.

Evaluation

Our 2000-2002 Strategy described OCJP's evaluation design, which assumes that we manage state criminal justice programs best by evaluating local *project* performance. That is, Byrne program successes depend primarily on how well local projects meet local needs. To determine success, OCJP is continuing to build a "grassroots" system for ongoing evaluation. That system depends on funded projects operating from self-interest to delineate their intended results, to gather performance data routinely throughout project implementation, to use it for internal improvements and to report it for OCJP analysis.

In '01-'02 we will continue to measure performance and impact in two ways:

- by supporting *external* evaluations of our critical programs when circumstances suggest specialized evaluations are appropriate; and
- by building the capacity of Byrne projects to collect and report their own performance and outcomes data for Byrne program analysis.

External Evaluation: Tennessee's largest Byrne program, the Multi-Jurisdictional Drug and Violent Crime Task Force Program, represents more than 35 percent of Tennessee's Byrne-grant funded projects. It has been OCJP's most immediate evaluation priority over the last few years. Under contract to OCJP an independent contractor finished a major external evaluation of the program in 2001. That evaluation identified opportunities for fine-tuning project designs, for leadership intervention, and for future MJTF implementation by state and local agencies. During the '01-'02 project year, OCJP obtained reactions to these recommendations from the task forces themselves, and encouraged them to implement many of the evaluator's recommendations. During the rest of the year OCJP will be monitoring the self-improvement activities of the MJTF sub-recipients. We have no plans for another external evaluation project this year, but will use the approach again when it is needed.

Building Capacity for Performance Reporting and Outcome Evaluation: Last year OCJP used the experience we acquired from preparing victim services agencies as the

basis for encouraging two new, select groups of Byrne sub-recipients to identify and capture process and outcome data (i.e., drug court projects and residential correctional treatment projects). This year, staff will be analyzing the outcome data obtained from drug court and RSAT project reports, and identifying lessons on evaluation for other Byrne sub-recipients. We also intend to move the process of capacity-building project self-evaluation forward by engaging two *additional* groups (i.e., one project which includes 37 prosecutors' victim witness coordinator staff and the 25 MJTF sub-recipients). These two groups will learn how to identify key processes and performance measures, develop data collection instruments and procedures, and begin submitting performance and outcome data to OCJP. The lessons we learn from this approach will be adopted in subsequent groups in future years.

OCJP has been advising potential applicants that we will be requiring future Byrne applications – where new money is available, and in program areas where performance outputs are measurable (e.g., offender rehab and treatment, victim advocacy, and some forms of apprehension) – to be stated in clear descriptions of the proposed project's purpose and intended results. In order to help potential sub-recipients become ready to meet these requirements in 2002-03, OCJP is using the 2001-02 project year to continue phasing in technical assistance for Byrne sub-recipients in the design of proper performance measures and the collection of evaluative data.

We are concentrating on explicating performance measures and outcomes at the same time that we are following through on the findings of external evaluation studies, such as the MJTF evaluation from 2001.

The technical assistance sessions on performance measurement not only are helping the sub-recipients clarify the logical design of their project goals and measures, they are also helping OCJP define appropriate and acceptable performance for projects of the types engaged in the technical assistance. That, in turn, will help us prepare specific program designs and evaluation-oriented solicitations for future planning and award cycles, to begin in the new three-year Strategy cycle, FY 2003-2005. Our 2003 solicitations will require sub-recipients of the types we have trained to report performance data on measures we have “tuned” to their project types, beginning with the mid-year reports that will be due in January 2004. Meanwhile, we continue to add sub-recipients to the list of projects we have trained in performance measurement.

In this third year of the current Strategy, Byrne funding and evaluation requirements are still providing us with the catalyst for building knowledge about what works, and for applying that knowledge over the long term for the benefit of Tennessee's own criminal justice system. OCJP's evaluation design and technical assistance sessions are actually making planning happen in Tennessee.

2 The Strategy Development Process

The Office of Criminal Justice Programs (OCJP), Tennessee Department of Finance and Administration, submits Tennessee's 2002 Update to the 2000-2002 Statewide Strategy for Drug Control, Violence Prevention and Criminal Justice System Improvement. We have continued to build, implement, and evaluate a new strategy-updating and strategy-development process – together with Tennessee's criminal justice community and others.

This Strategy Update reports for a period of time when, once again, we detect no significant changes in Tennessee's criminal justice system problems. Therefore, Tennessee's Statewide Multi-Year Strategy for 2000-2002 remains free of shifting priorities. We are initiating no new programs this year. During this period Tennessee OCJP is continuing to implement our revised strategy development process. This Update reports on our continued progress in implementing changes to our strategy-development and strategy-updating process.

The Criminal Justice System in Tennessee

The Tennessee criminal justice system continues to be organized and operate as described in the 2000-2002 Statewide Strategy.

State and Local Participation in Strategy Development

OCJP believes that state-local participation is the backbone of the strategy development process. The 2000-2002 Strategy was the result of numerous efforts to tap into the knowledge, expertise and know-how of practitioners in all components of the criminal justice system at the local and state levels. OCJP has continued to pursue local participation because local practitioners provide the best information on the meaning of trends and events, as we refine our understanding of Tennessee's system problems, gaps, and priorities. OCJP will continue to need local participation for future planning cycles, and we will use 2002 to continue building that base.

Problem Identification, Resource Needs and Gaps

As indicated in the 2000-2002 Strategy, OCJP has developed several ongoing processes for obtaining the input of state and local officials in identifying resource needs, gaps in services, and establishing priorities for funding. OCJP continues to maintain regular and frequent contact with the Tennessee associations and professional organizations representing various components of the criminal justice system. Within the last year, OCJP staff discussed funding opportunities for existing program areas and solicited needs information from several components within the Tennessee criminal justice system, including the Tennessee District Attorneys' General Conference, the Tennessee Public

Defender's Conference, the Police Chief's Association, the Sheriff's Association, the Tennessee Association of Legal Services, and the Tennessee Association of Child Advocacy Centers.

OCJP continues to participate in multi-disciplinary Criminal Justice/Mental Health Advisory Committee meetings designed to implement recommendations made by the original Criminal Justice/Mental Health Task Force to address the needs of mentally ill offenders in Tennessee. Recommendations made by the Task Force served as a basis for the identification of one of the five focus areas for soliciting new applications during the 2000-2001 Byrne application cycle. OCJP also participated in multi-disciplinary task force meetings designed to set priorities among the recommendations obtained from last year's comprehensive external evaluation of the Tennessee multi-disciplinary drug and violent crime task forces. Recommendations for action made by the Task Force evaluation this year served as a basis for funding a few new applications during the 2001-2002 Byrne application cycle. OCJP continued to participate as a member of the advisory board of the Statistical Analysis Center (SAC), in order to help determine areas where research in criminal justice will be conducted. OCJP staff also participated in monthly meetings with the Victims' Services Committee and participated in quarterly meetings of the Multi-Jurisdictional Drug and Violence Crime Task Forces, the Police Chiefs' Association, and the Sheriff's Association to identify needs and gaps in service delivery.

Additionally, OCJP convened periodic meetings with various advisory groups, such as the VOCA Resource Planning Group, the Stop Violence Against Women Program Planning Group, and Criminal Justice Records Task Force to secure recommendations regarding resource needs and gaps in services and identifying priority areas for funding. Several other groups also helped identify resource needs and gaps in service during the past year, and made recommendations regarding priority areas for funding. For example, OCJP participated with victims' rights advocates in a number of activities for improved victim awareness. OCJP also sponsored and participated in a Victim Advocacy Conference, known as "Three Days in May." OCJP participated in a series of legislative hearings that solicited information on additional legislation to ensure implementation of the Victim's Bill of Rights. The STOP Executive Advisory Committee met again in September 2001 to discuss the STOP Implementation Plan. At that time, the OCJP reminded STOP sub-recipients of OCJP's three-stage Strategy Implementation process.

The Office of Criminal Justice Programs continues to participate in all other conferences or meetings where the needs of the criminal justice system are discussed.

Priority Issues

Based on input from within the criminal justice system and our analysis of the national and Tennessee crime data, OCJP will designate several "focus areas" within the existing program priorities for the 2001/2002 Byrne grant solicitation period. We intend to continue focusing on three previous areas as follows:

- Community Crime Prevention:
 - Pre-trial service delivery, including victim-offender reconciliation projects.

- Special prosecution programs, involving child abuse and juvenile prosecutors and diversion initiatives to decrease docket backlogs;
- Community-based intervention services, citizen-led crime prevention activities such as sex offender registries and public awareness campaigns;
- Offender Rehabilitation, in the form of aftercare counseling, residential job skills development, and specialized judge and treatment initiatives for mentally ill prisoners;
- Criminal Justice Records Improvement moves beyond criminal history records management and into training and technology.

OCJP will continue to use a review committee composed of professional peers with appropriate areas of expertise to review grant applications and make recommendations regarding projects selected for funding.

Evaluation

As indicated in the 2001 Annual Report, the Office of Criminal Justice Programs uses a multi-faceted paradigm for evaluating the success of programs funded through the Edward Byrne Memorial Grant. This paradigm includes the submission, review, and evaluation of sub-grantee semi-annual and annual performance reports; objective financial and programmatic monitoring obtained from the Office of Program Accountability Review (PAR) within the Department of Finance and Administration; regular phone contacts; and periodic site visits conducted by OCJP program managers. Many Byrne project directors also complete or subcontract for internal, project-specific process- and outcomes-research to assess the effectiveness of their project models. Last fiscal year, the Shelby County Drug Court, the Blount County Drug Court, and the Davidson County Drug Court all completed internal evaluations. This year the Tennessee drug courts formed a statewide professional association of drug court personnel, and gathered outcome data to share with OCJP. One of OCJP's evaluation goals for the coming year is to analyze those outcomes data for lessons we can share with other Byrne sub-recipients.

Moreover, the Office of Criminal Justice Systems has continued to conduct a series of technical assistance sessions for VOCA and STOP sub-recipients designed to build internal evaluation capacity and to develop evaluation models that OCJP can transfer to apprehension and prosecution practitioners. For example, in FY 2001-2002 OCJP trained approximately 60 additional staff in domestic violence specialist projects, including the staffs of a number of local law enforcement domestic violence units and those of 37 victim witness assistance projects managed by the state's District Attorneys' General Conference. (The drug court projects used a similar approach to define outcome measures, collect and report the data to OCJP.) During the current fiscal year we also plan to train the state's program accountability auditors, PAR, in the characteristics of effective performance data and outcomes, so as to build evaluation sensitivity into PAR's grants monitoring efforts. Finally, by the end of the 2001-2002 fiscal year, OCJP plans to provide training for the Multi-Jurisdictional Drug and Violent Crime Task Forces on the basics of gathering and reporting outcome data.

A major accomplishment of last fiscal year was the completion of the independent evaluation that was conducted for the Tennessee Multi-Jurisdictional Drug and Violent Crime Task Forces. That evaluation, secured through a BJA Evaluation Partnership Grant, established a

set of recommendations for improving task force processes. OCJP is working on developing performance measures that respond to those recommendations, which will become standardized over the years for measuring the effectiveness of Task Force operations.

Federal Participation and Coordination with Federal and Federally-Funded Programs

Tennessee is pleased to be working with the federal administration on program development, operation and planning matters. OCJP's many federal programs place it in a good position to coordinate Byrne-funded programs with other federally funded programs in Tennessee, particularly those supporting state and local drug abuse treatment, education and prevention. This coordination continues to help us achieve important objectives not always possible with just one source of funding. This coordination extends to programs as diverse as the Local Law Enforcement Block Grants, the Stop Violence against Women Program, the Residential Substance Abuse Treatment Program for State Prisoners (RSAT) Grant, and the Criminal History Records Improvement Program. Tennessee's continued support for National Drug Control Policy objectives is accomplished in part because of the availability of a multi-faceted enforcement-treatment strategy supported under OCJP's umbrella. OCJP will not deviate from our 2000-2002 Multi-year Strategy with regard to coordinating diverse federal programs in Tennessee.

Within the past fiscal year, OCJP has used collaborative funding with STOP, VOCA and Byrne grants to develop a comprehensive system of service supports for victims of domestic violence. Additionally, the Byrne grant has been used to develop components of substance abuse treatment that will provide for a continuum of care for offenders released from RSAT-funded drug treatment programs. Combined monies from state appropriations, the Byrne grant, and the National Criminal History Improvement Program (NCHIP) grant have been used to facilitate improved systems of criminal history data collection and reporting.

As result of the September 11th tragedy, the Governor created a Tennessee Office of Homeland Security. At the request and direction of President Bush and Attorney General John Ashcroft, the Governor created the Office of Homeland Security. He also appointed the Commissioner of the Tennessee Department of Veteran's Affairs as the governor's deputy for homeland security, Director of the Homeland Security office. The mission of the office of Homeland Security is to develop and coordinate a comprehensive strategy to secure the State of Tennessee from terrorist threats and attacks. The office will take its lead from the newly created National Office of Homeland Security. OCJP will coordinate with the Tennessee Office of Homeland Security where needed while supporting this important initiative in any way possible.

Statewide Executive Criminal Justice Advisory Committee

The Advisory Committee is a large body, which complies fully with the BJA guidance on composition: its membership includes representatives of state, local, and federal criminal justice agencies, as well as organizations that work with these agencies and with the

victims and communities they serve. The advisory committee normally meets several times a year. The chair, with the approval of the director, may call a special meeting. The director also appoints from the membership of the advisory committee an executive committee, made up of no more than seven members appointed for a one-year term. The chair of the advisory committee also serves as chair of the executive committee.

The advisory committee and executive committee are encouraged to generate project concepts open to exploration through the issue/program team mechanism. These ideas can, and will, become the basis for a development of a new program or modification of an existing one. It is precisely the role of both the advisory committee and the executive committee to make these program-level recommendations. However, final decisions to fund or not fund individual projects covered under an existing BJA-approved program remain the responsibility of OCJP.

Implementation of the Revised Strategy-Update and Strategy-Development Process

Tennessee's 2000-2002 Statewide Strategy contained an ambitious goal of revising the Strategic Planning process by seeking to "marry" the logical and comprehensive planning model that the BJA program represents on the one hand, and the fragmented array of local criminal justice agencies on the other. Below we provide a brief progress report on the tasks and activities, both internal and external, which have been essential to our continuing progress with Tennessee's revised planning process. We close with a follow-up to last year's example (i.e., how OCJP helped the Tennessee District Attorneys General Conference "buy" a strategic initiative from the American Prosecutors Research Institute to assist in producing some of the DAG Conference's strategy development tasks). This approach illustrates how OCJP is making available opportunities for other components of Tennessee's criminal justice system to participate in strategic planning.

Continued Activities for Revised Strategy Development Process

The total process we are implementing consists of the three stages we reported in the 2000-2002 Strategy. We are applying the overall process and the stages to each component of the criminal justice system. OCJP is tailoring support for each criminal justice system component, based on what works best for them. Different problems and priorities dictate that the planning work must proceed in different stages of the process for each component. Nor do the components necessarily move through the three stages sequentially, at similar paces. In fact, most groups stand to benefit most from allowing the others to "go first," and OCJP does best to accommodate this sequencing.

OCJP's main planning role is to maintain momentum as we pursue the Strategy development process. That task includes revising the process to improve its effectiveness or efficiency, or to reflect shifts in federal policy. OCJP has to perform the myriad tasks and activities associated with startup, implementation, operation and maintenance of the new process, even while we perform our contract management responsibilities to BJA and our other federal funding agencies. Our choices for getting the planning done are

either to “make it” ourselves using OCJP staff and donated help from Tennessee’s practitioners, or to “buy it” through contracts with vendors. Our startup and early implementation employed some of each, and we have continued with that approach: OCJP uses its own staff to coordinate practitioner-volunteers, who are an indispensable source of person-power. We are also continuing to use contractors to perform other tasks.

OCJP and Practitioners Planning Activities: Both OCJP staff members and Tennessee’s practitioners continue to need a clear and simple understanding of how the process is being changed, why the changes are important, how the change are being brought about, and clarity regarding the roles staff and practitioners are expected to play. To accomplish these objectives we continued to disseminate the new model – going over talking points, answers to frequently asked questions, and information about basic planning steps at all our scheduled meetings.

OCJP Planning Activities: OCJP has continued to deal with several implementation issues: For example, we are still orienting practitioners to the new process. We have had to motivate and facilitate practitioner participation, and we have had to gather the groups’ work products for future program and strategy development decisions. We have had to develop our own staff’s planning skills while contending with their ongoing grants management workloads. During 2001 we have developed action plans to advance the system, and are in the process of executing these plans.

Practitioners’ Planning Activities: OCJP staff can provide a basic orientation to the leaders and members of each criminal justice component, defining and clarifying roles, planning next steps, and engaging additional partners. Except for the basics, adults learn best when people have a good application for the knowledge, and when learning is coupled with *doing*. Therefore, OCJP addresses the planning policies, procedures and details about each stage of the process as the opportunities present themselves, usually as the practitioners need assistance.

A Prototype for Problem Identification – Tennessee District Attorneys’ General Conference Uses the American Prosecutors Research Institute (APRI) to Identify Needs and Priorities

The parts of the strategic planning process most difficult for practitioners to produce are the fact-based planning inputs, such as practitioner surveys, analyses of workload, and information on “best practices.” Because these are difficult tasks practitioner groups are least likely to produce them, left alone. Still, when these inputs can be derived from practitioners, the process adds real value to OCJP’s problem identification stage.

Last year, the Tennessee District Attorneys’ General Conference contracted with the American Prosecutors Research Institute. This contract, made possible under a Byrne grant by OCJP, provided both the TDAG Conference and OCJP with a great opportunity. It offered to test a prototype for accomplishing the tasks and outputs critical to the success of the revised strategy development process. APRI performed several key tasks for the District Attorneys’ General Conference that fulfilled TDAGC’s role in planning for Tennessee. APRI produced surveys, polled national criminal justice organizations, assessed national training programs, analyzed trends and projections, and made contacts

with the academic research community – all under contract to OCJP’s partner association, the TDAGC.

Surveys: Each DAG office was asked to provide information regarding its long range substantive issues and directions, office programming (e.g., drug task force, victim witness initiatives) and program components. DAGs described office automation challenges and shared budgetary issues. They described staffing patterns, salaries and sources and explained other personnel issues. In summarizing the results for the TDAGC, APRI built OCJP a “radar screen” for detecting key *problems and issues* facing the prosecution function in Tennessee.

Trends and Projection: APRI also worked with TDAGC to implement a weighted caseload study. APRI developed a plan for implementation. This is precisely the kind of “drilling down” BJA envisions as it relates to “resource needs and gaps,” where the Bureau of Justice Assistance Manual specifies that gaps in services “...should specifically address the resource needs that are most critical to short-term and longer-term improvements in overall operation of each component of the adult criminal justice...system.” Identifying what gaps need to be closed in Tennessee is a critical output of the problem identification process and of OCJP’s revised strategy update and strategy development process, as we spelled out in Tennessee’s multi-year (2000-2002) statewide strategy. APRI’s work is a prototype for advancing this aspect of the process to the other groups.

3 Statement of the Problem

This 2002 Update of Tennessee's 2000-2002 Statewide Strategy "Statement of the Problem," including the nature and extent of the problem and resource needs and gaps in service, finds the situation in Tennessee substantively unchanged since the 2001 Update. As we stated originally in the 2000-2002 Strategy, we are being careful *not* to allow the macro-level data to drive the planning process exclusively; instead we are "filtering" problems and needs data through the experiences of those practitioners who contend with crime on a daily basis. Our strategy development process uses that filtering to "feed" the problem identification stages of our planning. The improvements we are making to our strategy-development process continue to play a significant role in the problem-identification stage of OCJP's planning process. In this chapter we explain the needs data and provide an update on the steps we are taking to analyze changes in problems and shifts in resource needs. OCJP's process draws heavily on local and state criminal justice practitioners as the primary source of planning knowledge, informed by data such as those offered in this chapter.

Nature and Extent of the Problem in Tennessee

The nature and extent of problems associated with drugs, serious and violent crime and criminal justice system improvements remain essentially the same as OCJP reported in the 2000-2002 Statewide Strategy. The data suggest that pertinent trends have remained relatively stable, despite noticeable changes in the numbers of arrests and in drug seizure rates. When we look closely at the data, however, we find no compelling reason to believe a significant shift is occurring as this update is written. Differences are probably best explained by improved reporting rather than actual increases in activity. Should this one-year pattern be repeated, there would be cause to re-visit Tennessee's priorities. That will be an appropriate consideration for the next three-year Statewide Strategy, which will be due next year.

The Uniform Crime Reports suggest that three trends are continuing in Tennessee:

- Tennessee's overall violent and drug-related crime rates per 100,000 continue to be among the nation's highest, but like those of the other Southern states, they are continuing to *decline*;
- The rates of homicide, aggravated assault, rape and robbery are also declining;
- The number of reported drug arrests did increase by 43% in Tennessee, from 15,283 in the 1999 Uniform Crime Report to 35,492 in 2000. However, improved reporting in Tennessee has significantly influenced the increase: In 1999 only 188 Tennessee agencies reported drug arrest data, but by 2000 the number of reporting agencies had increased to 285, a 52% increase in reporting agencies. This is evidence sufficiently convincing to OCJP that the actual rate of arrests has not changed significantly in Tennessee.

Uniform Crime Data on Tennessee Violent Crime

Preliminary data for the Uniform Crime Reports for 2000 released by the FBI in May 2001 show that the number of Crime Index offenses reported to law enforcement agencies throughout the United States remained stable during 2000, when compared to the figures reported during the same period of 1999. The South experienced a statistically insignificant 1% change in offenses known to law enforcement for the calendar year 2000 when compared to 1999 data. (State-level data were not available at the time this Update was being written.)

OCJP examined serious crime in Tennessee's cities because increased reporting among smaller population centers does not influence these data. Recent trends in the cities reveal no discernable trends. Homicide rates reported by four major cities are mixed. The homicide rate increased by 15% in Memphis and by 5.5% in Knoxville; but Clarksville, Chattanooga, and Nashville all experienced a decline in their incidents of homicide (58% in Clarksville, 26% in Chattanooga, and 4% in Nashville). Four cities (Clarksville, Chattanooga, Memphis and Nashville) saw increases in robbery rates (43%, 24%, 3%, and 3% respectively). Knoxville, Chattanooga, Memphis and Clarksville experienced increases in the rate of aggravated assault (51%, 11%, 10% and 10% respectively). But Nashville experienced a 4% decline in aggravated assaults.

Drug Production, Sales and Use Data

Information obtained from Tennessee's Multi-Jurisdictional Drug and Violent Crime Task Forces and the Tennessee Bureau of Investigation (TBI) indicate that there appeared to be significant growth in the volume of drug interdiction activity. However, OCJP believes that illicit drug *production and traffic* in Tennessee have remained relatively constant during the year – despite increased public attention to Tennessee's methamphetamine problem. For example, the gram weight of powdered cocaine reportedly seized in 2000 increased tenfold, although seizure of rock cocaine (in grams) increased by only 7%. Tennessee seized over 25,000 grams of methamphetamine this year, a seven-fold increase over the previous year – an activity level consistent with public attention to the problem of methamphetamine. Meanwhile, seizures of processed marijuana tripled in pounds seized, and the number of plants destroyed nearly quadrupled. Moreover, the Task Forces reported 2665 convictions on drug offenses, up 100% from the 1226 convictions last year. However, asset forfeitures and seizures netted only \$2,473,346 in 2000, compared with over \$2.92 million the previous year. The totality of these data have convinced OCJP that Tennessee is getting better at recognizing and reporting drug crime, and that Tennessee's law enforcement agencies are getting better at reporting arrests and seizures. However, OCJP concludes that there are no compelling reasons so far to believe the rates of drug production and sales have done anything but remain relatively constant since OCJP submitted its 2000-2002 Statewide Strategy.

Corrections Populations as another Drug Crime-Related Problem

Information obtained from the Fiscal Year 2000-01 Annual Report prepared by the Tennessee Department of Correction indicates a slight decrease in the number of admissions to Tennessee's jails and prisons since 1999-2000. (DOC explains the decrease by noting the reduced number of revocations of parole and probation due to violations of conditions.) The Department of Corrections reports no substantial change in the demographics or characteristics of the Tennessee inmate population. However, random drug screens conducted by the Tennessee Department of Correction continued to yield positive results for a significant proportion of the population tested. Individuals sentenced to Corrections specifically on drug-related charges continued to constitute a significant proportion of new admissions.

Other Problems and Issues

The Mentally Ill in Jails: As reported in Tennessee's 2000-2002 Strategy, there are an alarming number of mentally ill individuals who come into conflict with the law and who are subsequently adjudicated and incarcerated in Tennessee's criminal justice system.

Information regarding the prevalence and status of mentally ill offenders was compiled by the TennCare Partners Roundtable and was reported in Tennessee's 2000-2002 Strategy. The findings reported by this committee remain valid and continue to guide the Office of Criminal Justice Programs as it seeks to address the needs of this underserved, specialized population.

The Office of Criminal Justice Programs specifically targeted projects to divert mentally ill/dually-diagnosed offenders from incarceration or to provide aftercare services to offenders released from incarceration into the community as a focus area in soliciting Byrne applications during the 2000/2001 and 2001/2002 application cycles. A total of three projects were selected for funding in 2000/2001 and continued in 2001/2002. As an example, one funded project resulted in the establishment of the Tennessee's first Mental Health Court located in the Metropolitan Davidson County (Nashville) area. The Office of Criminal Justice Programs plans to encourage the proposal of additional projects designed to serve this specialized population during its upcoming grant solicitation period in the spring of 2002 for the 2002/2003 grant year.

Special Populations in Corrections: Available data from the Tennessee Department of Correction (TDOC) suggests that the prevalence and needs of specialized segments of incarcerated individuals in Tennessee's prison system essentially remained unchanged again in fiscal year 2000-2001

At the request of the Tennessee Department of Correction, the Office of Criminal Justice Programs concentrated its efforts during the past fiscal year on offenders who have substance abuse treatment needs. Working in conjunction with TDOC, the Office of Criminal Justice Programs has been redistributing services to offenders through the Residential Substance Abuse Treatment (RSAT) grant to allow the delivery of substance abuse services to a proportion of male offenders within TDOC who were previously not receiving services. Additionally, the Office of Criminal Justice Programs initiated with

TDOC a new sub-grant designed to provide intensive step-down and aftercare services to offenders currently served by the RSAT grant. The Byrne-funded initiative will continue to allow TDOC to pattern its substance abuse treatment program after the highly acclaimed Key-Crest program model implemented by the State of Delaware.

Victims Bill of Rights: In support of the Victims Bill of Rights, the Office of Criminal Justice Programs provided during this reporting period approximately \$750,450 in continuation funds to support the victim witness program administered by the Office of the District Attorney General. The allocation of these funds provided for the continuation of approximately thirty-seven (37) victim witness coordinators employed throughout the State of Tennessee. As stated in Tennessee's 2001 Byrne Annual Report, the collaborative funding of victim witness coordinators through the Edward Byrne grant, STOP Violence Against Women (VAWA) grant, and state-appropriated funds enabled Tennessee to continue to approximate the ratio of one (1) Victim/Witness Coordinator to every three (3) Assistant Attorneys General statewide as recommended by the National Organization of Victims Advocacy Network (NOVA).

Challenges facing the District Attorneys' General Conference and OCJP during the next funding cycle include the continuing issue of victim notification. Notification of offender status remains a controversial problem. Many systems need to be integrated in order for victims to be advised of an offender's status in a timely and appropriate manner. The Office of Criminal Justice Programs will continue to work with all involved agencies to address these challenges of meeting the needs of victims within the limitations of the state's budget and legislation.

Methamphetamine: As with most southern states, the prevalence and proliferation of methamphetamine remains a critical area of concern for Tennessee. The Office of Criminal Justice Programs addressed this need again during the 2002 update period through continuation of more than three million dollars (\$3,000,000) in funding to support the activities of Tennessee's twenty-five (25) Multi-Jurisdictional Drug and Violent Crime Task Forces.

In 2001 the Office of Criminal Justice Programs completed an independent process evaluation of Task Force operations. This evaluation has given OCJP information for enhancing drug interdiction and prosecution approaches, in combination with the performance measures published by the Office of National Drug Control Policy. During 2001, the Office of Criminal Justice Programs worked with the District Attorneys General Conference to determine the best course of action for making Task Force operations even more effective. Among the alternatives was training for Task Force coordinators, who needed skills in articulating measures of intended project results, gathering performance data and reporting those data to OCJP. OCJP will be conducting training for those coordinators in January 2002, with follow-up sessions in the spring.

Gangs: A 1999 survey by the Tennessee Bureau of Investigation (TBI) indicated the presence of hundreds of organized gangs and as many as 1,107 gang members within the State of Tennessee. Those findings had a significant influence on OCJP's 2000-2002 Tennessee Statewide Strategy. TBI reported evidence of 4,566 Tennessee gang members as recently as July 2001. However, OCJP is beginning to receive additional information

that may suggest the prevalence of crimes associated with gang activity might have been over-estimated in 1999. For example, local agencies recently estimated that there were only 997 “gang-related offenses” in FY 2000-2001, including every offense from murder to shoplifting. Of these offenses, only 535 arrestees were labeled gang members. Selecting one city to illustrate, TIBRS data suggested that for the same period Knoxville labeled only nine incidents as “gang-related,” and noted only one gang-related arrest. (Knoxville Police department had reported as many as 321 gang members as recently as calendar year 1999, but reported zero gang members for the nine months ending September 2001.)

As a consequence of reviewing these recent trends, OCJP has determined that it will monitor the gang-related crime indicators closely for the remainder of FY 2001-2002, and will reconsider the scope of the gang-related crime problem and local law enforcement’s needs early in the next fiscal year.

A related project was concluded with notable success in June 2001: The TBI’s coordination among local law enforcement agencies for information sharing on gangs and gang-related activities met with considerable support among local agencies. TBI reports that most of its local agency partners are incorporating gang initiatives (especially school-based prevention-through-education initiatives) into their daily routines – hence the phase out of the TBI education and coordination project. The Office of Criminal Justice Programs continues to believe that grass-roots prevention of gang involvement is the key to long-term success in combating gang-related problems in Tennessee. Consistent with this perspective, OCJP will work in conjunction with the Tennessee Bureau of Investigation (TBI), the District Attorneys General Conference and the Multi-Jurisdictional Drug and Violent Crime Task Forces to:

- Interpret the data on gang-related incidents;
- Identify areas where improvements continue to be needed; and
- Identify the types of projects that could best address unmet needs.

Areas of Greatest Need

As identified in Tennessee’s 2000-2002 Strategy, the Office of Criminal Justice Programs maintains a multi-faceted process for integrating criminal justice planning, soliciting applications for funding, reviewing applications for funding, and issuing grant awards that ensure areas of greatest need are met.

Much information regarding the identification of priority needs occurs on an ongoing basis through both formal meetings and informal dialogue between the Office of Criminal Justice Programs and the components that constitute the indigenous criminal justice system in Tennessee. Staff members from the Office of Criminal Justice Programs attend regularly scheduled meetings of component organizations such as the District Attorneys’ General Conference, the Public Defender’s Conference, the Police Chief’s Association, and the Sheriff’s Association throughout the year. Additionally, program managers and the Director of the Office of Criminal Justice Programs maintain regular phone contact and conduct periodic meetings with key individuals within the various component organizations. Through formal meetings and informal communication, the Office of

Criminal Justice Programs becomes keenly aware of areas where services or intervention are lacking and where new initiatives need to be focused.

Based on information provided by various components within the criminal justice system, the Office of Criminal Justice Programs identifies “focus areas” within selected programs when applications for new projects are solicited each year. Upon receipt of applications, a peer review panel, composed of individuals with relevant areas of expertise, review and rate submitted applications to ensure that only quality proposals, consistent with identified needs, are selected for funding.

Resource Needs and Gaps

Available data from the 2000 Uniform Crime Report, the Tennessee Department of Correction, the Multi-Jurisdictional Drug and Violence Crime Task Forces, and various component organizations within the Tennessee criminal justice system indicate there are no major changes to the resource needs and gaps in service identified in Tennessee’s 2000-2002 Strategy. Our biggest challenge is finding ways to fund new initiatives and projects. As indicated in the 2000-2002 Statewide Strategy, the needs of the criminal justice system in Tennessee are many and diverse. One of our biggest challenges each year is to determine how we can best target available dollars to maximize benefits for the state’s comprehensive criminal justice system.

The Office of Criminal Justice Programs and the various component organizations within Tennessee’s criminal justice system firmly believe that prevention is critical for a long-term decrease in crime. In fact, prevention is our only hope of making a marked reduction in crime a reality. Consistent with this philosophy, Tennessee has continued and will continue to focus a proportion of its federal grant dollars on initiatives designed to discourage drug experimentation and abuse, prevent school violence, and reduce the deleterious effects of drug abuse on untreated correctional inmates. Our challenge is to integrate our planning and funding with various other agencies such as the Tennessee Department of Education, the Tennessee Department of Children’s Services, the Tennessee Commission on Children and Youth, the Tennessee Department of Mental Health and Developmental Disabilities, and the Tennessee Department of Health – so that integrated planning occurs and maximum benefits of federal and state dollars are realized.

Within the area of law enforcement, the Office of Criminal Justice Programs has continued its support of twenty-five Multi-Jurisdictional Drug and Violent Crime Task Forces and will continue support of undercover drug operations. The Office of Criminal Justice Programs will utilize the results of the recent Task Force process evaluation, along with input from the District Attorneys’ General Conference and directors of regional Task Force operations, as the cornerstone for improving the effectiveness and efficiency of Task Force operations. Combined with the performance measures and reporting requirements suggested by the Office of National Drug Control, training on this information will guide the development of results-oriented methods of operation for future Task Force efforts. Continuous

improvement should enable the regional Task Forces to move steadily toward project activities that promise the greatest impacts on drug and violent crime apprehension.

Tennessee will continue to focus on the needs of victims in the criminal justice system and the multi-faceted needs of mentally ill and dually diagnosed individuals who are adjudicated and incarcerated in the state's jails and prisons. These people represent some of the more "vulnerable" individuals with which criminal justice systems interact, and their needs must not be overlooked in our zeal to apprehend and prosecute those involved in crime.

Within the area of adjudication, efforts will continue to address the need for specialized prosecutors and defenders to facilitate appropriate disposition of cases and expedite their movement through the judicial process. The development of specialized courts to address the needs of dual-diagnosed and mentally ill offenders will be encouraged, as will the proposal and implementation of innovative pre-trial diversion projects.

The Office of Criminal Justice Programs will continue to work collaboratively with the Tennessee Department of Correction (TDOC) to identify priority projects for funding, with recognition and sensitivity to the needs of offenders with specialized treatment needs.

Within the area of information systems and technological improvements, our challenge has been and continues to be the integration of systems information to facilitate shared access to information and implement a system of truly integrated criminal justice records. OCJP is funding projects that advance the cause in the direction of training and technology.

Tennessee established as its primary goal for criminal justice records improvement to improve criminal justice records through the increased use of technology. Objectives supporting this goal include:

- the improvement of the quality of arrest, disposition, and general crime information reported in the state repositories;
- increasing the quality of state criminal history records arrest and disposition information by obtaining more thorough information;
- the development of a statewide, automated and digitized mugshot system involving all sheriffs and police departments and the Tennessee Bureau of Investigation (TBI); and
- the establishment of a reporting system compatible with the TBI and FBI.

Additional records improvement objectives include collaboration among agencies and improved coordination of funding by various organizations to criminal justice information systems technology in the city, county, district, and state levels.

Each of these objectives and activities represents an essential element in building a multi-level and integrated criminal justice information infrastructure in Tennessee. Each of these elements extends along a continuum that progresses toward increased system and component effectiveness. Tennessee is moving along that continuum in a positive direction, but we still have plenty of room to improve.

4 Priority Issues & Program Responses

The current array of priorities and program responses continues in this 2002 Update to the Multi-Year 2000-2002 Strategy for the Byrne program in Tennessee. Our current priority issues continue to be viable milestones for setting our direction and gauging our progress for the immediate future. The Office of Criminal Justice Programs and its local practitioner partners will define and refine new strategic thrusts and new essential elements in solicitations for projects this year within our current program descriptions. As the Office of Criminal Justice Programs continues implementing its strategy development and update processes, we will continue to refine the methodology for defining priority issues and program responses.

We present the six priority areas established by the Office of Criminal Justice Programs in the pages that follow. Each priority area briefly discusses the goals, progress towards goals, and accomplishments intended for next year. We address the priorities in these six areas: offender apprehension, court support, offender rehabilitation, victim advocacy, community-based services, and criminal justice records improvement.

Priority: Offender Apprehension

1. Multi-Jurisdictional Drug and Violent Crime Task Forces

Goals: Tennessee established as its goal in the program area of Multi-Jurisdictional Drug and Violent Crime Task Forces to enhance, through jointly controlled operations, the ability of federal, state, and local criminal justice agencies to remove specifically targeted mid and upper-level narcotics trafficking conspiracies through investigation, arrest, prosecution and conviction.

Progress Toward Goals: The Office of Criminal Justice Programs continued support during the past fiscal year to twenty-four (24) Multi-Jurisdictional Drug and Violent Crime Task Forces. Based on information received from Task Force Semi-Annual Reports, combined efforts of all participants resulted in the following seizures occurring during the 2000/2001 fiscal year: 191,605 grams of powder cocaine; 4,080 grams of rock cocaine; 25,393 grams of methamphetamine; 12,647 pounds of processed marijuana; destruction of 31,624 marijuana plants; and, 17,300 grams of other illegal substances. Additionally, a combined total of \$2,473,346 in program income was generated from asset forfeitures and seizures, and 2,665 convictions on drug offenses resulted from Task Force initiatives. The “jointly-controlled operations” portion of the goal statement is being met in several ways, although improved collaboration remains an ongoing process. Improved collaboration has been evidenced by the quarterly meetings of the projects’ Directors, and by a May meeting of the DAG Conference’s Executive Committee to discuss the preliminary formal results of the Evaluation of the Task Forces. Both groups

have begun action on the recommendations from last year's outside evaluators' report, such as revising written interagency agreements and pooling personnel resources. OCJP is continuing to lead the effort to respond to all of the formal recommendations from the Evaluation including designating a statewide coordinator to "implement a more cohesive and comprehensive approach" to the work of the task forces.

Program Accomplishments Anticipated for Next Year: Continuation funds issued for Multi-Jurisdictional Drug and Violent Crime Task Forces will support the location and eradication of illegal drugs in addition to prosecuting those responsible for their manufacture, distribution and proliferation. The Office of Criminal Justice Programs will continue to work with regional District Attorneys and the directors of regional Task Forces to implement the recommendations of last year's evaluation of Task Force activities and evaluate their results. OCJP is using this information to encourage the regional Task Forces to function more efficiently and effectively.

2. Response to Gang Activities

Goals: Tennessee established as its primary goal in this program area the education of young children on the dangers of gang activities and associations, the enhancement of self-concept and decision-making skills in young children, and the provision of positive alternative activities in which children may engage.

Progress Toward Goals: Three sub-grants were continued with state and local law enforcement agencies in this program area during the past fiscal year. These grants supported local gang resistance initiatives, provided additional police surveillance in areas of a city where gang related crimes are known to be prevalent, and provided personnel and/or equipment to facilitate communication among law enforcement personnel regarding gang-related crimes and activities. There are many indicators that these public education interventions have been successful. A September conference concluded that the communities have begun recognizing the threat, and local law enforcement has responded by adopting gang-related policing activity. For example, the Tennessee Law Enforcement Training Academy (TLETA) trained over 800 law enforcement officers in fourteen classes that included investigations of gang-related crime. TBI's gang database now has a viable connection with the Regional Organized Crime Information Center (ROCIC), and local law enforcement is now reporting. TBI conducted over fifty (50) meetings statewide, encouraging more than 1,200 attendees to participate in data entry. Even more importantly, local law enforcement has begun educating the community. Knoxville's Gang Task Force engaged over 1,000 students at high risk for gang involvement. There were 1,825 anti-gang presentations across Tennessee. Nearly 50,000 children, adults and law enforcement officers participated, expanding and continuing implementation of the G.R.E.A.T. model of intervention.

Program Accomplishments Anticipated for Next Year: The Office of Criminal Justice Programs will continue to work with the Tennessee Bureau of Investigation (TBI) and local law enforcement agencies to identify issues related to gang-related crimes, facilitate interagency communication and apprehension efforts, and prosecute those responsible for gang-related crimes. Additionally, prevention resources will be funded to discourage youth from gang involvement. OCJP anticipates that Tennessee's Response to Gang Activities may diminish in its next Strategic Plan, barring unforeseen developments in the area of gangs and organized crime.

3. Pre-trial Service Delivery

Goals: The goal of the Pre-Trial Service Delivery Program was to provide resources that enable the court system to function more effectively and efficiently. An objective in support of this goal is the diversion of less serious offenders to intermediate sanctions through providing resources for this purpose to public defenders and prosecutors. To achieve this goal OCJP expected the number of pre-trial service projects to increase by 25%, enhancing the capacity of diversion alternatives available to the courts.

Progress Toward Goals: The Office of Criminal Justice Programs funded within the last fiscal year a wide array of projects within the program area of Pre-Trial Service Delivery. These projects included Victim/Offender Reconciliation Projects (VORP), charge-screening projects, specialized training for judges, security equipment for courtrooms, specialized prosecution and defense for drug and children's cases, financial support to Drug Courts, foreign language interpreters, and a study that recommended a statewide standard reporting system for the General Sessions Courts to use in caseload management. As reported in Tennessee's recent Annual Report, the number of pre-trial service projects increased by about 45% (the target had been 25%). The number of individuals diverted to newly organized programs increased by about 38% (the target had been 25%). The number of individuals on court dockets has decreased by 27% (the target had been 25%).

Program Accomplishments Anticipated for Next Year: The Office of Criminal Justice Programs plans to continue to support projects designed to divert less serious offenders from full involvement in the criminal justice process. Also to be continued will be support for specialized public defenders and the provision of mental health, and drug courts to serve the needs of offenders with specific treatment needs. Additional projects will provide support for courts in facilitating communication with non-English speaking clients through the provision of foreign language interpreters, and will fund specialized training initiatives for judges and court support staff. OCJP will also support further research to explore the recommendations for improving the function of the Tennessee court system offered by the Standardized Caseload study completed in May by the Tennessee Comptroller of the Treasury.

4. Special Prosecution Services

Goals: The goal for this program area was to improve the criminal justice system's response to child abuse, domestic violence and drugs/violent crime through funding various strategies including early case preparation, vertical prosecution and specialized training.

Progress Toward Goals: The Office of Criminal Justice Programs funded a total of five (5) projects in this program area last fiscal year, all of which supported the efforts of specialized drug, child abuse, or domestic violence prosecutors. Special prosecutors were supported in three judicial districts, and a grant was continued with the Tennessee District Attorneys General Conference (DAGC) to support a training coordinator within the conference. OCJP took a major step in implementing its strategic planning process when OCJP provided Byrne funding for a one-year study of strategic directions for prosecution

in Tennessee. This study, conducted by the American Prosecutors' Research Institute (APRI) on behalf of the DAGC, developed findings and made recommendations in a number of areas for improving the performance of the state's prosecutors and their staffs (e.g., compensation, retention, caseload management, training). For OCJP the breakthrough was facilitating as one of Tennessee's most important criminal justice entities (DAGC) assumed responsibility for obtaining first-hand data on local law enforcement and prosecution needs and priorities for the long-term future. This sub-grant demonstrated how the larger planning process is supposed to work for OCJP over the next several years. Quantitatively, progress was demonstrated in two ways: The number of special prosecutors increased by two since 1997 (41%; the target had been to increase the number by 50%), and training workshops increased by about 37% (the target had been 25%). OCJP expects that the number of special crime warrants and convictions will have exceeded the target of 25%, but the necessary data were unavailable at the time of this Update.

Program Accomplishments Anticipated for Next Year: OCJP intends to continue the provision of specialized training to enhance the professional capabilities of regional prosecutors and support staff, as it will supply continuation funds to support special prosecutors and staff as they address the needs of specialized cases such as domestic violence, child abuse and narcotics prosecutions.

Priority: Offender Rehabilitation

5. Correctional Treatment

Goals: The goal established for this program area was to establish a continuum of substance abuse treatment modalities for offenders through the solicitation of competitive proposals to augment existing Drug Court or RSAT funded initiatives. The target was to fund four (4) such projects.

Progress Toward Goals: The Office of Criminal Justice Programs provided continuation funds to five (5) RSAT projects during the past fiscal year, and provided continuation or new funds through the Edward Byrne Memorial Grant to twelve (12) projects designed to implement or develop a continuum of care for dual diagnosed or substance abusing offenders. By any estimation it is clear that Tennessee exceeded the target of establishing four such projects. Moreover, almost by definition the expansion of the system's capacity to serve substance-abusing offenders might be assumed to have increased the numbers of offenders prevented from recidivating, and who experienced increases in life skills (e.g., sobriety, avoiding violence, computer use, etc.) However, these treatment projects have only this year begun developing outcome measures such as these, and therefore OCJP has been unable to collect evidence of these assumptions about goal attainment.

Program Accomplishments Anticipated for Next Year: The Office of Criminal Justice Programs will continue the provision of support to projects that facilitate a continuum of care for mentally ill, dually diagnosed, and substance abusing offenders including the establishment and continuation of Mental Health Courts, Drug Courts, Dual Diagnosis Courts, intensive residential and outpatient substance abuse and mental health treatment, and the provision of quality diversion and aftercare services to offenders with specialized treatment needs. OCJP will monitor these projects' collection and reporting of output and outcome data, in order to identify opportunities for technical assistance and support – so that future Updates will be able to report treatment outcomes.

6. Prison/Jail Industries

Goals: The goal in this program area was to provide a multi-faceted trade and personal skills approach to qualified offenders, to train offenders in marketable job and employment skills, and to place offenders in training-related positions.

Progress Toward Goals: The Office of Criminal Justice Programs funded one project in this program area during the last fiscal year. That was a continuation of a project in Shelby County that has received national acclaim for excellence. Program participants are intended to attain certain employable skills, graduate, be placed in a related job, and remain out of incarceration. The program has graduated 65 participants to date, most of whom have developed marketable job skills. Most offenders were able to secure jobs in applicable areas upon release from incarceration. There was an increase in active and continuous employment for offenders completing this program following release into the community, and the rate of recidivism was reported to be at less than 20% (the target had been 25%).

Program Accomplishments Anticipated for Next Year: The Office of Criminal Justice Programs will continue the provision of funds to eligible applicants and will explore methods to model future projects after the highly acclaimed Shelby County model of vocational intervention and training.

Priority: Victim Advocacy

7. Domestic/Family Violence Training Program

Goals: The goal established for this program area was to provide education and/or training for police officers involved in all stages of family/domestic violence case investigation; to provide training for prosecutors for better preparation and prosecution of family/domestic violence; and to provide training to victim witness coordinators who provide liaison services between victim/witnesses and district attorneys general during all stages of the legal process.

Progress Toward Goals: OCJP funded twelve (12) training projects with Byrne sub-grants this year. Collaborative funding with the STOP Violence Against Women (VAWA) grant and the Victims of Crime Act (VOCA) grant ensured the provision of specialized prosecutors to districts in need of these services. OCJP continued funding for an instructor at the Tennessee Law Enforcement Training Academy (TLETA) whose function was to provide specialized training to law enforcement officers on investigation and intervention in domestic violence cases. That project completed eight workshops and made 35 visits to local agencies. One judicial district obtained a domestic violence special prosecutor, and two counties used their sub-grants for interagency collaboration initiatives. Additional training was provided to prosecutors and/or victim witnesses in three regions of the state. Overall, there has been an increase of 35% in the number of law enforcement and prosecution personnel trained in domestic violence matters.

Program Accomplishments Anticipated for Next Year: The Office of Criminal Justice Programs will continue to provide specialized training to prosecutors, victim witnesses, and law enforcement personnel regarding domestic violence investigation and prosecution. OCJP will continue to utilize and explore collaborative funding to enhance

the development and implementation of specialized domestic violence law enforcement personnel and victim advocates.

8. Victim/Witness Program

Goals: The goal established for this program area was to increase comprehensive coordinated services to victims/witnesses. Objectives included the following: to provide early intervention, court information, and advocacy to victims; to provide continuing education for victims and potential victims; to insure proper victim notification, trial information, and referrals. Targets included notifying 90% of victims within 72 hours release of an offender; achieving a 25% increase in conviction rates and 10% increase in the number of victims assisted.

Progress Toward Goals: During the past fiscal year, the Office of Criminal Justice Programs provided approximately \$854,000 in Byrne continuation funds to the District Attorneys General Conference to support the Victim Witness Program by providing 36 additional assistant victim witness coordinators. Collaborative funding through federal and state resources has enabled Tennessee to approximate the ratio of one Victim Witness Coordinator (VWC) to every three District Attorneys General, as recommended by the National Organization of Victim Advocacy (NOVA). The capacity of the VWC response is enormous: 80,000 phone contacts, 34,000 office visits, 6,000 referrals to other agencies, and 3,700 victims assisted with the crime victims compensation fund. The notification of victims within 72 hours of release of an offender was accomplished in 95% of the cases (the target had been 90%). The number of victims/witnesses assisted through this initiative increased again over 20% (the target had been 10%). An increase of over 20% in the conviction rate was achieved in cases where victim services were provided.

Program Accomplishments Anticipated for Next Year: The Office of Criminal Justice Programs will continue to support the transition toward full implementation of the Victims Bill of Rights by helping to close persistent gaps in resources within law enforcement and prosecution. Collaborative funding with the Victims of Crime Act (VOCA) grant and allocated state resources will be used to augment and complement current program efforts.

Priority: Community-Based Services

9. Community Crime Prevention

Goals: The goal established for this program area was the improvement of the quality of life in the neighborhoods by assisting citizens to prevent and control crime through citizen-led and assisted initiatives. Strategies included community policing initiatives, crime prevention programs, and support of school resource officers.

Progress Toward Goals: The Office of Criminal Justice Programs funded a wide array of projects in this program area during the past fiscal year. Seventeen were continued from the past year, but ten were new. Several focused on mental health and safety for early childhood intervention, such as curricula for students and teachers. Five projects targeted prevention and diversion among teenagers, providing crisis counseling and

conflict resolution, youth advisory boards, mentoring and a safety center for training. Three community projects focused on safe neighborhoods and neighborhood watches, while others provided training for Tennessee's Chiefs of police and other law enforcement officers. Seven projects provided additional school resource officers, increasing the number in place by 25%. Other projects provided community education and training conferences. Although OCJP has no data yet on the effects of these prevention and diversion efforts, there *was* a reported decrease of approximately 22% in assaults and vandalism in locations where school resource officers were located. Communities with additional school resource officers showed a decline in crime of approximately 28%. School resource officers alone reported 275 community crime prevention meetings, 400 classroom presentations, 100 meetings with parents, and over 500 community surveys gathered. While the data are incapable of *proving* the assumption, OCJP believes that the general decreases in crime rates may have much to do with community and school participation in crime prevention activities.

Program Accomplishments Anticipated for Next Year: The Office of Criminal Justice Programs will continue to support initiatives designed to prevent youth involvement in crime activities. OCJP will also continue support to neighborhood initiatives designed to empower citizens to take an active leadership role in protecting and advocating for the safety of their own communities. Some community education projects may be able to gather outcome data better than they are currently doing, and therefore OCJP is planning in FY 2002-'03 to train these projects' managers in defining intended results and collecting outcomes data.

Priority: Criminal Justice Records Improvement

10. Criminal Justice Information Systems

Goals: The goal established for this program area was to improve criminal justice records through the development of increased use of technology and sharing criminal justice information through criminal justice system integration and improvement.

Progress Toward Goals: Through collaborative funding with the National Criminal History Improvement Program (NCHIP) grant and the Edward Byrne Memorial Grant, Tennessee established and implemented the Tennessee Incident Based Reporting System (TIBRS) over the last five years. The TIBRS system was designed to establish within the Tennessee Bureau of Investigation a central repository for criminal history records information. The Federal Bureau of Investigation (FBI) certified this program as compliant with the National Incident Based Reporting System (NIBRS) in 1998. A combination of state-appropriated funds, NCHIP funds, and Byrne funds have been used to purchase equipment for local law enforcement agencies to enable them to comply with TIBRS submission and certification. Over the last fiscal year twenty agencies participated in an automated records management project. Fifty (50) agencies installed 56k or T1 connections to the state Wide Area Network. The Public Defenders Conference completed its records management project, and its membership is reportedly satisfied with the results. Training has been provided to over 1,600 law enforcement personnel through this year regarding the TIBRS system and elements of reporting compliance. By June of 2001, over 400 agencies were reporting to TIBRS. During the 2000-2001 fiscal

year participation was at 99%. Ninety-seven percent (97%) of all law enforcement agencies in Tennessee were certified TIBRS participants by TBI in FY 2001.

Program Accomplishments Anticipated for Next Year: Under the leadership of the Criminal Justice Records Improvement Task Force, the Office of Criminal Justice Programs will continue to work collaboratively with all involved parties to achieve progress toward the development and implementation of an integrated and automated system of criminal history records. Additional funds will be appropriated to local law enforcement agencies so that needed equipment may be purchased to ensure compliance with TIBRS reporting requirements and facilitate information sharing.

5 Evaluation Plan Update

At OCJP we still believe what we said in our 2000-2002 Strategy about evaluation: We manage state criminal justice *programs* best by evaluating local *project* performance. The success of Tennessee's Byrne programs depends primarily on how well local projects meet local needs. External evaluation projects are still important for point-in-time understanding, but they cannot be as effective for decision-making over the long-term as a continuous flow of data from local efforts can be. To ensure the flow of evaluative information, OCJP has continued this year to build up its "grassroots" system for ongoing production of performance and process-evaluation data. The evaluation system we designed in 2000 continues to depend on funded projects operating from self-interest to delineate their intended results clearly, as early as the time of the application, and to gather performance data routinely throughout project implementation. The design builds capacity among sub-recipients for using performance data to make internal improvements; we ask them then to share those data with OCJP for evaluative analysis. (See 'The Central Role of "Logic Models" for Tennessee,' on the next page.)

In '01-'02 we will continue to measure performance and impact in two ways:

- by supporting *external* evaluations of our critical programs when circumstances suggest specialized evaluations are appropriate; and
- by building the capacity of Byrne projects to collect and report their own performance and outcomes data for Byrne program analysis.

External Evaluation: Tennessee's largest Byrne program, the Multi-Jurisdictional Drug and Violent Crime Task Force Program, represents more than 35 percent of Tennessee's Byrne-grant funded projects. It has been OCJP's most immediate evaluation priority over the last few years. Under contract to OCJP an independent contractor finished a major external evaluation of the program in 2001. That evaluation identified opportunities for fine-tuning project designs, for leadership intervention, and for future MJTF implementation by state and local agencies. During the '01-'02 project year, OCJP obtained reactions to these recommendations from the task forces themselves, and encouraged them to implement many of the evaluator's recommendations. During the rest of the year OCJP will be monitoring the self-improvement activities of the MJTF sub-recipients. We have no plans for another external evaluation project this year, but will use the approach again when it is needed.

Building Capacity: Last year OCJP used the experience we acquired from preparing victim services agencies as the basis for encouraging two new, select groups of Byrne sub-recipients to identify and capture process and outcome data (i.e., drug court projects and residential correctional treatment projects). This year, staff will be analyzing the outcome data obtained from drug court and RSAT project reports, and identifying lessons on evaluation for other Byrne sub-recipients. We also intend to move the process of capacity-building project self-evaluation forward by engaging two *additional* groups (i.e., one project which includes 37 prosecutors' victim witness coordinator staff and the MJTF sub-recipients). These two groups will learn how to identify key processes and

performance measures, develop data collection instruments and procedures, and begin submitting performance and outcome data to OCJP. The lessons we learn from this approach will be adopted in subsequent groups in future years.

The Central Role of “Logic Models” for Tennessee Evaluation

Tennessee’s evaluation design is simple: Evaluation should be built in from the beginning of each planning cycle, whether at the state or project level. As new program initiatives are undertaken in Tennessee OCJP is doing just that. Now, in our third year of the Statewide Strategy plan cycle, OCJP continues to enhance the evaluation cycle even as it evolves. We are doing so by ensuring that a growing number of existing sub-recipients are (a) capable of identifying their important performance outputs and intended results, and (b) capturing and reporting data to OCJP. We began the OCJP cycle as early as 1998 by assisting STOP and VOCA sub-grantees to understand and develop logical evaluation designs for their projects. Since then we have trained nearly 150 victim services sub-recipient staff and supported nearly 15 Byrne treatment project sub-recipients as they developed performance management techniques. We are continuing to use these experiences as a model process for other sub-recipients (e.g., during FY ’01-’02 we will be applying it to 37 Byrne-funded prosecutors’ victim assistance project coordinators and MJTF sub-recipients). We are now insisting that *all* applicants for OCJP-administered funds submit logical *baseline* descriptions of their project’s purposes, goals or intended outcomes, funded activities, and measures of success. (Victim services sub-recipients call this a “logic model,” after the Urban Institute’s paradigm, but Byrne professionals simply call this good project design.) We continue to communicate our expectation that *funded and trained* sub-recipients must begin gathering performance data, so that we can *insist* on having data reported by year’s end. Each new year we also expect more applicants to submit logical, clear project designs, with specific baseline measures tailored to meet the parameters of OCJP’s new program designs. In future award cycles OCJP will be in the position to award the grants to the most feasible applications that meet OCJP program parameters, while offering the clearest, most readily measurable performance criteria. That, in turn, should permit OCJP to base part of its allocation decisions on future analyses of sub-recipients’ performance data.

Rationale of the Evaluation Plan

Program Logic and Performance Analysis

OCJP has been advising potential applicants that we will be requiring future Byrne applications – where new money is available, and in program areas where performance outputs are measurable (e.g., offender rehab and treatment, victim advocacy, and some forms of apprehension) – to be stated in clear descriptions of the proposed project’s purpose and intended results. In order to help potential sub-recipients become ready to meet these requirements in 2002-2003, OCJP is using the 2001-02 project year to continue phasing in technical assistance for Byrne sub-recipients in the design of proper performance measures and the collection of evaluative data. We are continuing to “migrate” into the Byrne arena the lessons we learned from our technical assistance for sub-recipients of the STOP and VOCA programs. We are concentrating on explicating

performance measures and outcomes at the same time that we are following through on the findings of external evaluation studies, such as the MJTF evaluation from 2001.

The technical assistance sessions on performance measurement not only are helping the sub-recipients clarify the logical design of their project goals and measures, they are also helping OCJP define appropriate and acceptable performance for projects of the types engaged in the technical assistance. That, in turn, will help us prepare specific program designs and evaluation-oriented solicitations for future planning and award cycles, to begin in the new three-year Strategy cycle, FY 2003-2005. Our 2003 solicitations will require sub-recipients of the types we have trained to report performance data on measures we have “tuned” to their project types, beginning with the mid-year reports that will be due in January 2004. Meanwhile, we continue to add sub-recipients to the list of projects we have trained in performance measurement.

Evaluation Staffing and Funding for Evaluation

Capacity Building at the Office of Criminal Justice Programs

We believe more than ever what we said in last year’s Update: “Evaluation processes imposed unilaterally by the state cannot be as effective as we want them to be. However, our experience at OCJP is that sub-recipients will willingly gather and report performance data if they see the data as valuable for leading and managing their *own* performance.” That is the reason OCJP continued in ’01 what we began in ’00. It is the reason we intend to keep at the task in 2002 and beyond – until we have trained to capture and report performance *all* the sub-recipients whose project designs can reasonably produce performance data.

In order to demonstrate our commitment to this process we will continue to refine our *own* operations. Working independently, OCJP sections continuously re-examine their unit’s mission, vision and values. We are adjusting our self-improvement goals and measures of success based on self-assessments of progress. We continue to adjust our work processes and workloads, and we are making some changes in staffing to fit. Our staff continues integrating the transition in their roles, functioning as resource planners while maintaining their grants management responsibilities. We are still sharing the Office’s evaluation design with our criminal justice system partners in meetings and natural gatherings of our sub-recipients:

- OCJP continues to clarify the planning and evaluation demands spelled out in our Statewide Strategy for 2000-2002. We are re-examining the Strategy with in-house staff at critical junctures of the planning process. We make informal presentations to our partners and are working out roles and responsibilities among ourselves.
- We continue to try to integrate the strategic business model into our daily routines. We are coordinating with the Department of Finance and Administration’s Office of Information Resources (OIR) to convert our system for gathering the *intended* goals and performance measures to an online utility for use by new Byrne project applicants. (This system will generate the baseline data for future project process evaluations, even as it helps to educate applicants in how to design a project that is

capable of being evaluated.) We have already revised our grant solicitation and award processes in preparation for the new award cycle next year ('02 -'03), and have adjusted the budget proposal and other application requirements. We intend in 2002 to develop the database tools we will need for performance reporting and project evaluation, by converting the paper-driven reporting process to one supported by Microsoft Access. We are considering with our partners at OIR whether to place the new tools on the OCJP Internet web site.

- Once again, we are scrutinizing our changing workloads and workflows, to take advantage of these new developments in automated sub-recipient applications. We are re-organizing around re-designed work assignments, and are training OCJP employees to fulfill their new functions.
- We will continue to orient our criminal justice system partners to the changes happening at OCJP. We have already selected and recruited the participants for four one-day and two two-day technical assistance sessions this year. We are already developing materials for these sessions. We will begin facilitating this second round of sub-recipient technical assistance sessions before calendar year 2002.

All these tasks represent a continuation of last year's major changes in our operating environment. None has been insignificant. We are still solving problems as they develop.

The non-profit evaluation and performance management contractor we are using, Performance Vistas, will continue to assist OCJP until June 2002. PVI works with OCJP staff, co-facilitating technical assistance sessions on performance measurement and evaluation among our targeted sub-recipients. OCJP's approach combines the expertise of this outside evaluator with a participatory process for ongoing program management and continuous performance improvement. In addition to supplying OCJP with the data we need to evaluate the quality and outcomes of grant-funded activities, facilitated self-evaluation is designed to help sub-recipients:

- Forge stronger community partnerships with allied agencies;
- Enhance their ability to gain public support and additional funding;
- Equip them with the tools, data and experience they will need to manage their operations, improve their work processes, and demonstrate their accountability over the long term.

Evaluation Methodologies

OCJP program managers continue to conduct, at a minimum, a review of all Byrne-funded projects yearly to gather needed program information. We still make on site-visits to a selection of projects, and each OCJP Program receives a performance review based on semi-annual performance data each year. Other OCJP evaluative efforts also continue (e.g., site-visits, frequent telecommunications, statewide meetings, and exchange of correspondence) for most programs. The Tennessee Office of Program Accountability Review (PAR) continues to conduct additional program and fiscal monitoring, under the direction of OCJP program managers. In May of 2002 we have scheduled a four-day training conference for the PAR monitors, so that we can train them in recognizing the performance measures, data collection processes and reporting systems we are constructing among the sub-recipients PAR will be monitoring in future years.

We are offering technical assistance to selected projects' managers. We expect the improvements to "cascade" through to other projects of the types of these volunteers. During these sessions, with technical assistance from PVI and OCJP program managers, sub-recipients define their intervention goals and measures of success, conduct agency self-assessments of work processes and performance, and develop plans for collecting data to evaluate their impacts on their clients and their communities. We apply "classroom" work to real world issues and case studies, and we follow up with assignments back in the projects' operations. Evaluators support the sub-recipients by telephone and on site as the sub-recipients gather the data needed for their own unique approaches. OCJP program managers work as the evaluators' partners throughout the process, to build their own evaluation and technical assistance expertise – and to gather workload information for managing the system.

The technical assistance and training for sub-recipients' managers target four basic forms of evaluative data gathering: internal quality assurance for service effectiveness; routine performance monitoring and satisfaction surveys for process improvements; process evaluation for describing the nature and volume of activity; and limited impact analysis in the form of client self-reported outcome data. The technical assistance organizes sub-recipient agencies' goal setting, supports the sub-recipients' performance self-assessments, and assists as they select measures of program success and procedures for data collection. As sub-recipients become ready, OCJP and its partner, PVI, assist in collecting and analyzing effectiveness, satisfaction and outcome data. Our process takes the best we have learned from sessions in previous years, and adjusts it for new Byrne participants. The process has been scheduled around several tasks for FY 2001-'02:

- Planning for this year resumed in August 2001. By September we had recruited 37 prosecutors' victim-witness coordinators and 24 MJTF sub-recipients.
- This November we will conduct two two-day victim-witness sessions. By January we intend to have completed at least four one-day sessions for MJTFs.
- During the spring of 2002 we will analyze the outcome data captured in '00 -'01 by the drug court projects and Residential Substance Abuse Treatment projects.
- It is our intention that by July 2002 the victim-witness and MJTF participants in the 2001-02 TA sessions will submit performance and outcome data to OCJP. Last year's Strategy Update anticipated that this task would be completed by the fall of 2001, but that agenda turned out to be too aggressive. We will finish the task this year.
- During the remainder of 2002 OCJP will help the trained sub-recipients develop better devices for capturing and reporting performance data for themselves and OCJP. We will also look for ways to use the experience with the "pilot" MJTFs to offer technical assistance on performance reporting to the remaining Byrne sub-recipients.

In this third year of the current Strategy, Byrne funding and evaluation requirements are still providing us with the catalyst for building knowledge about what works, and for applying that knowledge over the long term for the benefit of Tennessee's own criminal justice system. OCJP's evaluation design and technical assistance sessions are actually making planning happen in Tennessee.

OCJP's Byrne Program Evaluation Design

| Program Title | # Project | Purpose Area | Evaluators | Intended Outcomes | Evaluation Methodology |
|--|------------------|---------------------|---|--|---|
| <i>Multi-Jurisdictional Drug & Violent Crime Task Forces</i> | <i>35</i> | <i>2</i> | <i>OCJP, Correctional Counseling Inc., Reports, Self-evaluation</i> | Minimize violent crime and the use, production and transportation of illegal drugs via integration of federal, state, and local drug enforcement agencies and prosecutors | Quarterly OCJP contacts, Surveys, On-site Monitoring, Annual Self-Evaluation Reports, Contracted Process and Impact Evaluation. |
| <i>Correctional Treatment</i> | <i>17</i> | <i>11</i> | <i>OCJP, Self-evaluation</i> | Reduce recidivism by treating adult and juvenile substance abusers | Quarterly OCJP contacts, Annual Self-evaluation Reports, On-site Monitoring |
| <i>Response to Gang Activity</i> | <i>5</i> | <i>24</i> | <i>OCJP</i> | Facilitate law enforcement & prevention programs that relate to gangs or youth at risk of gang involvement. Reduce the incidences of arson via prevention & control techniques | Quarterly OCJP contacts, Annual Self-evaluation Reports, On-site Monitoring |
| <i>Domestic & Family Violence Training Programs</i> | <i>12</i> | <i>18</i> | <i>OCJP</i> | Educate communities in the area of domestic and family violence, including abused children and the elderly | Quarterly OCJP contacts, Annual Self-evaluation Reports, On-site Monitoring |
| <i>Community Crime Prevention</i> | <i>27</i> | <i>4</i> | <i>OCJP</i> | Reduce the incidence of crime in the community by supplementing local law enforcement with additional officers and equipment | Quarterly OCJP contacts, Annual Self-evaluation Reports, On-site Monitoring |
| <i>Criminal Justice Information Systems</i> | <i>28</i> | <i>15B</i> | <i>OCJP, TBI, Self-evaluation</i> | Equip, collect, and submit criminal history records to the TBI on a timely and accurate basis | Quarterly OCJP contacts, Annual Self-evaluation Reports, TBI Statistics, On-site Monitoring |
| <i>Pre-Trial Service Delivery</i> | <i>25</i> | <i>10</i> | <i>OCJP</i> | Expedite violent crime and drug cases in court by the use of attorneys specifically assigned to screen and prioritize adjudication efforts | Quarterly OCJP contacts, Annual Self-evaluation Reports, On-site Monitoring |
| <i>Victim/ Witness Services</i> | <i>2</i> | <i>14</i> | <i>OCJP</i> | Provide support and assistance to witnesses and jurors experiencing stress or needing protection or assurance | Quarterly OCJP contacts, Annual Self-evaluation Reports, On-site Monitoring |
| <i>Special Prosecution</i> | <i>5</i> | <i>10</i> | <i>OCJP</i> | Expedite adjudication of violent crime and drug cases by facilitating the assignment of specialized prosecutors | Quarterly OCJP contacts, Annual Self-evaluation Reports, On-site Monitoring |
| <i>Prison/ Jail Industries</i> | <i>1</i> | <i>12</i> | <i>OCJP</i> | Provide prison industry projects for the purpose of assisting inmates to develop skills they can use upon release which increases their potential to remain crime-free | Quarterly OCJP contacts, Annual Self-evaluation Reports, On-site Monitoring |
| TOTAL | 157 | | | | |

Appendix **OCJP Statewide Criminal Justice Executive Advisory Committee** **Member Organizations**

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|---|---|
| TN Administrative Office of the Courts TN Alcoholic Beverage Commission TN Association of Chiefs of Police TN Association of Legal Services TN Attorney General's Office TN Board of Probation and Parole Tennessee Bureau of Investigation TN Commission on Children & Youth TN Department of Children's Services TN Department of Correction TN Department of Education TN Dept. of Finance & Administration TN Department of Health TN Department of Human Services TN Department of Safety TN Dept. Mental Health and Mental Retardation | TN District Attorneys General Conference TN Military Department TN Narcotics Officer's Association TN Public Defenders Conference TN Sheriffs' Association TN Supreme Court TN Task Force against Domestic Violence/TN Coalition Against Sexual Assault U. S. Drug Enforcement Administration U. S. Federal Bureau of Investigation U. S. Attorney's Office – East, Middle, West Tennessee U. S. Bureau of Alcohol, Tobacco & Firearms |
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